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ABSTRACT

This paper examines the aging of America and attempts to trace impact on vocational education induced by shrinking numbers of youth and growing numbers of older adults. Chapter 1 reviews characteristics of older persons, including geographic distribution, labor force participation, employment distribution, and unemployment. Chapters 2-6 trace dimensions and explore implications that a "graying America" will have for vocational education. Chapter 2 discusses social and economic forces that affect opportunities for older adults to be productively employed. In chapter 3 the principal federal employment-related education and training programs are described. Chapter 4 focuses on older adults as learners and discusses necessary supportive services. Vocational education as training for community service activities is addressed in chapter 5. Chapter 6 considers the role of vocational education in comprehensive service delivery. Chapter 7 focuses on the delineation of a role for vocational education through a series of recommendations directed at proposed changes in the structure and process of the delivery system. (YLB)

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EDUCATION AND TRAINING FOR OLDER PERSONS

A PLANNING PAPER

Donald W. Drewes

May 1981

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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PREFACE

The forces of change are well-publicized. Current events are given instant analysis by the news media and their implications distilled. Books are written projecting the landscape of the future. Computers grind out descriptions of alternative scenarios to assist in improved decision-making.

Yet there remains a major force which has largely been ignored—the aging of the American population. Perhaps the subject is considered too far removed from the more immediate issues of resource availability and funding priorities. Or perhaps the full importance of this fact has yet to be realized.

In recognition of the potential impact of an aging population on education service delivery, the Department of Education awarded a contract to investigate the roles and issues involved in providing vocational education to older persons. This paper, as one of the products of that project, examines the aging of America and attempts to trace the impact on vocational education induced by shrinking numbers of youth and growing numbers of older adults.

The paper focuses on the contextual issues and organizational arrangements that influence the planning of education and training for older persons. The intended audiences are those at federal, state and local levels who by virtue of their positions shape the nature and extent of education and training opportunities available for older Americans. The underlying tone of the paper is that the choice is not whether to increase these opportunities, but instead how and when these opportunities will be provided.

Other project materials produced under this contract include:

- A state-of-the-art review of current employment and training opportunities for older persons;
- A guide for planning and implementing education and training programs for older persons; and
- A 16mm color film describing the positive impact of vocational education on the lives of older adults.

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Department of Education

Office of Vocational and Adult Education

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Chapter 1.

The Gray Tide

"The fact is that when I come to think it over, I find that there are four reasons for old age being thought unhappy. First, that it withdraws us from active employment; second, that it enfeebles the body; third, that it deprives us of nearly all physical pleasure; fourth, that it is the next step to death."

Cicero, On Old Age

A RISING DEMOGRAPHIC FORCE

There are currently more than 45.6 million Americans aged 55 and older.[1] The prevalence of their presence is illustrated by the fact that if they were standing a yard apart they would form a column nine abreast stretching from Philadelphia to San Diego. By the year 2000, their numbers are expected to climb to 55.1 million.[2] This increase is equivalent to adding two persons along the entire length of the column.

More than one out of every five Americans is now fifty-five or older. If one hundred persons were selected at random, one would expect that twenty-one would be over fifty-five, fifty-one would be between the ages of eighteen and thirty-four, and twenty-eight would be under eighteen. For every hundred persons under eighteen, there are nearly seventy-three persons fifty-five and older.

Not only are there significant numbers of older persons, but their numbers are increasing rapidly. From 1970 until the turn of the century, the tide of those fifty-five and older is expected to rise nearly 43 percent. This is in contrast with the number of those under eighteen, which is anticipated to decline slightly. By the year 2000, it is forecast that there will be nearly eighty persons fifty-five years and older for every hundred youth under eighteen.

The rate of growth is even more pronounced for the population sixty-five and above. This group has increased nearly eight times since the turn of the century in comparison with the total population which has increased only three times.[3] In 1900 those sixty-five and above constituted only four percent of the population. By 1978 their numbers had increased to eleven percent.

The rate of growth varies for different segments of the older population. Older women increased in number by twenty-two percent during the period 1970-78 in comparison with a sixteen percent increase in the number of men.[4] During that same time the black population sixty-five and over grew twenty-eight percent in comparison with a nineteen percent increase in the white population.[5] The most rapid rate of growth is occurring for those seventy-five years and over. During the period 1970-78, this group increased by twenty percent in comparison with less than a ten percent increase for the group sixty to sixty-four years old.[6]

The aging of America is caused by decreasing birth rates and increasing life expectancies. With the exception of the post-World War II baby boom, our country has been experiencing a 200-year decline in birth rates. As evidence of the continuation of this trend, the average number of children per woman eighteen to forty-four years old has declined from an average of 1.9 children in 1970 to about 1.6 in 1978.[7]

During this century, life expectancy has increased from 49.2 years at the turn of the century to 72.8 years in 1976.[8] The average life expectancy having reached sixty-five has increased from nearly twelve years in early 1900's to sixteen years in the mid 1970's.[9] Medical researchers have noted that the average life expectancy from birth has increased one third of a year each year during the 1970's while the expectancy from sixty-five has increased one month per year during the 1970's.[10] Projecting this rate of increase into the next century has led medical researchers to forecast a life expectancy of eighty-five years in the next century.

Poverty and Aging

Financial security is a critical consideration for older persons. Some fourteen percent of those sixty-five and older have incomes that fall below the government defined poverty lines. Progress is being made, however. The percentage of persons sixty-five and older who are below the poverty level has declined from nearly one out of every four in 1970 to one out of seven in 1977.[11] Mollie Orshansky, who is credited for development of the original poverty index, has recently revised that index to reflect changing economic conditions. According to the revised poverty index, more than one out of three older Americans is currently living below the revised poverty line.[12]

The poverty status of older persons is dependent upon their sources of income.[13] As might be expected, those families with the head sixty-five and older whose main source of income was social security had a higher incidence of poverty. Of those families dependent upon social security income only, nearly thirty-one percent were below the poverty level. Similarly, for those families whose main income was social security and supplemental security income only, nearly half were below the poverty level. For individuals aged sixty-five and over not attached to families and dependent upon social security income only, fifty-seven percent were below the poverty level.

As with other demographic indicators, the incidence of poverty varies by race and sex grouping. Whereas poor older whites outnumber poor older blacks by a ratio of three to one, thirty-six percent of the blacks were poor as opposed to twelve percent of the whites. Nearly one half of all blacks sixty-five and over living apart from the family were poor. Similar disparities exist with respect to sex. In 1977, more than five times as many black women sixty-five and older lived in poverty as did white men of this age group.

Geographic Distribution[14]

In 1977, the proportion of the total population sixty-five and older ranged from 17.1 percent for Florida to a low of 2.3 percent for Alaska. Twenty-five states exceeded the national average of 10.9 percent of the population sixty-five and above. Forty-five percent of persons sixty-five and above lived in seven states. Two states, California and New York each had over two million population aged sixty-five and above. Five states: Florida, Illinois, Ohio, Pennsylvania and Texas, each had over one million residents sixty-five and above. Seven states had experienced growth rates in their sixty-five plus population exceeding thirty percent since 1970. Persons sixty-five and above accounted for twelve percent or more of the population in eleven states: Florida (17.1%), Arkansas (13.3%), Iowa (13.0%), Missouri (12.9%), Nebraska (12.8%), South Dakota (12.7%), Kansas and Rhode Island (12.6%), Oklahoma (12.4%), Pennsylvania (12.1%), and Maine (12.0%).

Poverty in the older population varied by geographic distribution. The Northeast enjoyed the lowest incidence of poverty with 9.3 percent of all persons sixty-five years and over being below the current poverty level. This was followed by the West with 9.6 percent and the North Central with 11.6 percent. The Southern region had the highest incidence of poverty with more than one out of five adults sixty-five and above having incomes below the current poverty level. Those states in which over twenty percent of the persons sixty-five and above were below the poverty level in 1975 included Mississippi (37.0%), Georgia (31.9%), Alabama (31.6%), Louisiana (29.3%), Arkansas (29.1%), South Carolina (26.8%), Tennessee (26.0%), North Carolina (24.7%), Kentucky (22.6%), Texas (22.5%) and Oklahoma (22.1%).

Nearly one out of every three persons sixty-five and above live in central cities and one out of four in rural areas. Two out of five reside in urban fringes. Older Americans tend to be less mobile than those in the younger age groups. When the older persons migrate, they tend to gravitate toward population centers. In 1976,nearly seventy percent of the older population lived in the nation's metropolitan areas.

Educational Attainment[15]

Slightly over half of all adults fifty-five years and older had attended less than four years of high school. Only three out of ten had completed high school and one out of ten adults fifty-five years and older had completed four or more years of college. Of those sixty-five years and older, nearly half had never attended high school and only one out of six had attended one or more years of college.

Educational attainment differs significantly by race. In comparison, more than three out of every four black Americans fifty-five and over have never completed high school. Nearly eight out of every ten older persons of Spanish origin had less than four years of high school. Only three out of every hundred blacks sixty-five years and older had four or more years of college.

Health

In a recent study conducted by the National Center for Health Statistics, it was estimated that eighty-one percent of all persons over sixty-five have some type of chronic condition. However, less than half of those over sixty-five experienced activity limitations resulting from these chronic limitations and less than four out of ten are limited in major activities. It has been estimated that one out of every six persons sixty-five and older has a functional disability requiring assistance from another person.[16]

Approximately six percent of the population sixty-five and above reside in long-term care institutions.[17] More than three out of every four institutionalized older persons resides in a nursing home. Nearly one out of every eight institutionalized older persons is mentally handicapped. As of 1974 it was estimated that more than one million older persons were residing in skilled nursing facilities, intermediate facilities or personal care nursing homes.[18]

THE OLDER WORKER

Labor Force Participation

One of the more significant factors in the utilization of the skills and talents of older persons is the long-term decline in their labor force participation rates. In 1970 nearly fifty-six out of every hundred civilian noninstitutionalized males fifty-five years and older were either employed or actively seeking work.[19] By 1979 this figure had declined to less than forty-seven out of every hundred. Although not as drastic, the same trend holds for women. Female labor force participation rates dropped from 25.3 percent in 1970 to 23.2 percent in 1979.[20]

Labor force participation differs by race and sex.[21] White males fifty-five years and over are somewhat more likely to be in the civilian labor force than black males fifty-five years and over (47.8% vs. 45.5%). In comparison, white females fifty-five years and older are somewhat less likely to be in the civilian labor force than black females fifty-five years and older (23.0% vs. 26.8%).

The Department of Labor anticipates that the downward trend in labor force participation rates will continue throughout this decade.[22] Labor force participation rates of males age fifty-five to sixty-four are projected to decline to sixty-five percent by 1990 and for men sixty-five and older to decline to fifteen percent. If these projections are accurate, the number of males fifty-five years and older in the labor force would decline by nearly seven hundred thousand. The number of women would decline by two hundred thousand, while the labor force as a whole would grow from 102.9 million in 1979 to an anticipated 119.4 million by 1990. Given these assumptions, the growth in the labor force would come almost entirely from the aging of the post-World War II baby boom into the prime working ages of twenty-five to fifty-four.

For those males fifty-five years and older not in the labor force, one out of ten indicated inability to work as the major reason.[23] Contrary to expectation, the percentage of those indicating inability to work declined as a function of age. Males sixty-five and older were nearly five times less likely to cite inability to work as the major reason than males in the fifty-five to fifty-nine year age bracket. Females were significantly less likely to offer inability to work as the major reason for not being in the labor force. Both male and female blacks fifty-five years and older were significantly more likely to indicate being unable to work as the major reason for not being in the labor force. Keeping house was the most frequent reason given by females for not being employed.

Employment Distribution

Nearly three out of four older workers are employed in one of three major industry groups.[24] Approximately one third of the older workers are employed in miscellaneous service, one out of five is employed in retail and wholesale trade and one out of four in manufacturing industries. Service industries were the single largest employer of the older non-agricultural worker. Approximately thirty-four percent of employed men sixty-five years and older and fifty-one percent of employed women of the same age were employed in such service occupations as business and repair service, doctor's offices, hospitals, education and other personal services exclusive of private domestic service.

The same clustering of older workers occurs with occupations.[25] For example, one out of three older male workers in 1977 was employed in one of six occupational groups. Ten occupational groups accounted for more than half of the older workers employed in 1977. Older workers sixty-five and above were even more concentrated, with four occupations accounting for one third of the older workers.

Occupational concentration of older workers changes as a function of age. Males in the fifty-five to sixty-four year category tend to be concentrated in the following occupational groups:

- managers and administrators
- carpenters
- foremen
- machinists in job centers
- metal craftsmen excluding mechanic machinist in job centers
- farmers and farm managers

In contrast, the high density occupations for males sixty-five years and older include:

- health workers except practitioners
- managers and administrators
- self-employed in retail trade and self-employed others
- sales workers—retail trade
- bookkeepers
- carpenters
- cleaning service workers
- personal service workers except private households
- protective workers services
- farmers and farm managers
- farm laborers and supervisors

As noted, workers tend to age out of the craft occupations. Employment data indicate that one out of four employed males age fifty-five to sixty-four worked in the craft occupations, whereas only about one out of every seven employed males sixty-five and over was a craftsman.

The occupational concentration of older women is even more pronounced. Three occupations—stenographer, typist and secretaries; other clerical; and non-durables manufacturing operatives accounted for more than a third of all employed females in the fifty-five to sixty-four age category.

There is a growing tendency for older workers to shift to part-time employment.[26] In 1960 seventy percent of the males employed during the year worked at full-time jobs. By 1976 only sixty-two percent were working on full-time jobs, whereas, in 1960 one out of four employed workers sixty-five to sixty-nine was working at a full-time, full-year job. By 1976, the number employed in full-time, full-year jobs had fallen to one out of seven.

Unemployment Experience

Unemployment has the most direct consequences of any employment related problem.[27] It is a well-documented fact that older workers have a relatively lower unemployment rate. In 1979, unemployed workers in the fifty-five to sixty-four year category accounted for 2.7 percent of the civilian labor force. The unemployment rate for those sixty-five and over was 3.5 percent. This compared with the rate of 14.2 percent for eighteen to nineteen year old workers and 8.6 percent for those in the twenty to twenty-four year old category.

The seriousness of the unemployment problem among older workers, however, is not to be judged entirely by the magnitude of the unemployment rate. When unemployed, older workers are more likely to experience longer durations of unemployment. Not only is there a longer duration of joblessness among older workers, but older workers once unemployed are likely to experience periods of additional unemployment.

Unemployed older workers are less likely to benefit from economic recovery.[28] Data comparing the rate of decrease of unemployed persons as a function of age indicate that whereas the number of unemployed decreased sixty percent from 1975 to 1976 for persons aged twenty-five to thirty-four, the numbers decreased only twenty-one percent for those fifty-five to sixty-four and fifteen percent for those sixty-five years and over. At the beginning of the economic recovery in June 1975, those fifty-five and over constituted less than fifteen percent of the insured unemployed population. As the recovery continued over the next year, the share of the insured unemployed population fifty-five and older rose to seventeen percent by the next June.

The impact is even more forcefully documented by examination of the rates of change in the numbers employed and those not in the labor force. During 1975-76, a period in which the unemployment rate declined, the percentage increase in those employed in that period was negligible. However, the number not in the labor force increased 6.4 percent for those fifty-five to sixty-four years of age and 3.9 percent for those sixty-five years and over. Thus, even in times of economic upturn, older workers continue to drain from the labor force.

This flow from the labor force into early retirement can be documented by examining changes in numbers employed and numbers not in the labor force during the period 1973 to 1976.[29] For males fifty-five to sixty-four years old, the number not in the labor force increased nearly twenty-three percent with a corresponding decrease of 2.3 percent in the number of employed. Interesting enough, female workers did not mirror this migration pattern. Women fifty-five to sixty-four years old during the same time experienced only a 3.3 percent increase in the numbers not in the labor force and a mere one percent increase in the numbers employed.

VOCATIONAL EDUCATION AND OLDER PERSONS

The declaration of purpose of the Vocational Education Act as Amended is to authorize federal grants in vocational education:

> so that persons of all ages in all communities of the state. . .will have ready access to vocational training or re-training which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and abilities to benefit from such training. [Sec. 101 P.L. 94-482]

Clearly older persons are not excluded from the purpose of the Act. However, non-exclusion is not synonymous with inclusion by specific mention. In contrast, handicapped, disadvantaged and those persons with limited English-speaking ability are mentioned specifically with specified percentages of the state basic grant allotments to be used for programs and services to meet their employment and training needs.

Older persons are not mentioned 'per se' as a national priority program, nor are they included in any other part of the statute. There are only two minor references to older persons in the Act. First, the Act provided that basic grant funds may be used for:

> the establishment of vocational resource centers to meet the specific needs of out-of-school individuals including individuals seeking second careers, individuals entering the labor market late in life, handicapped individuals, individuals from economically depressed communities and early retirees. [Sec. 134]

In the second instance, states are authorized to use vocational education funds:

> to encourage outreach programs in communities for youths and adults giving consideration to special needs such as but not limited to aged, young children, school age parents, single parents, handicapped persons, educationally disadvantaged persons...[Sec. 150 (b) (D)]

In each case the emphasis is more on the service (e.g. Vocational Resource Center and Outreach Programs) than on the target population served. Older persons are referenced as exemplary of the range of populations for which this service might be appropriate.

State plans for vocational education vary considerably with respect to information regarding services to older persons.[30] Many state plans make no effort to identify older persons as a special population. Some states have sparse data on the older aged groups whereas other states have fairly sophisticated data bases that can provide data for target age groups. However, even when older persons are clearly identified as a sub-population, few state plans include programs targeted specifically to meeting their employment and training needs. The most frequent reference to older persons is found in the section dealing with consumer and homemaking education. The emphasis in many of the state plans appears to be directed to preparation of younger persons to care for the elderly rather than the delivery of services to older persons. Programs for services for older adults, when included, tend to focus more on non-employment considerations such as self-improvement, life coping skills and pre-retirement planning.

Relatively little data exist about the participation of older adults in vocational education. The Vocational Education Data System (VEDS) mandated by P.L. 94-482 makes no provision for the reporting of vocational education program enrollments nor for completions by age categories. A survey conducted by the National Center for Education Statistics reported that approximately 40,000 adults fifty-five years and over participated in occupational programs of six months or more duration during the '77-'78 school year.[31] When compared with the total population of adults fifty-five years and over, less than one in every 1,000 attended occupational programs of six months or more duration on a full-time basis. The survey reported that of the 1,946,000 participants in adult education, 1,880,000—or nearly 97 percent—participated on less than an full-time basis. The numbers participating either full-time or part-time in occupational programs of less than six months duration were not reported.

Vocational education is reported to be for persons of all ages in all communities. Yet despite the statutory purpose to serve persons of all ages, vocational education is principally a secondary program. Analysis of vocational education enrollment statistics indicates that 61 percent of all reported vocational education enrollments are in grades twelve or below.[32] As a comparative baseline, elementary and secondary youth account for approximately 25 percent of the total youth and adult population. Thus youths are served by vocational education at a rate nearly two and one-half times greater than their prevalence rate in the school age and adult population.

Federal vocational education funds are allocated to the states according to a formula that is based on population and per capita income. Fifty percent of the funds authorized are allocated according to the relative proportion of population fifteen to nineteen, whereas only fifteen percent is allocated according to relative proportion of the population aged twenty-five to sixty-five. The numbers of persons aged sixty-five and above are given no weight in the allotment of federal funds for the assistance for vocational education programs.

Vocational education was one of the programs examined by the U. S. Commission on Civil Rights for evidence of age discrimination. The Commission concluded that discrimination on the basis of age existed to some extent in each of the programs examined. With respect to vocational education, the Commission made the following recommendations:

1. That the Office of Education, based on data provided through State and local needs assessments, develop appropriate technical assistance strategies designed to assist State Vocational Education Agencies to effectively work with its grantees to develop vocational education programs and activities to attract and to meet the needs of older persons.
2. That a failure on the part of the State Vocational Education Agencies to respond to this initiative on the part of the Office of Education be regarded as a violation of the Age Discrimination Act of 1975 and that appropriate steps be taken to apply the sanctions recommended in this report.[33]

Chapter 2.

Older Persons—Passive Recipients or Active Participants

The fundamental view of the relationship between age and work undergirds all dialogue relating to the formulation of a policy for older workers. The prevailing view is that life is divided into three stages. As Willard Wirtz so aptly summarizes:

> "Youth for education, adult for work, old age for retirement; any seventeen year old not in school is a drop-out, any healthy forty year old not at work a laggard, any seventy year old still at work an anomaly."[34]

According to this linear view of life, retirement marks the passage from work to non-work. This last stage is supposedly a time of leisure, a time to enjoy the fruits of one's labor and to live the good life relieved of the necessity to devote one's energy to working for a living. Sixty-five was arbitrarily selected as the age at which passage to this last stage would normally occur.

Social programming for the aging adheres to the staged model. Federal assistance serves to provide a modicum of security so that the remaining years can be spent relatively free from concerns for survival. Social services in principle are to ensure that retirement can be spent in health, honor and dignity pursuing those civic, cultural and recreational opportunities as an entitlement for years of productive contribution.

In contrast is the view that work and life are inseparable. According to this view, life cannot and indeed should not be artificially segmented. Instead of preparation being confined to the initial stage, life should be viewed as a continuous sequence of progressive adaptations requiring new skills and capabilities. Work is viewed in its broadest connotation as any productive activity and is seen as giving central meaning to life. Education augments the ability to cope with life's problems and is a lifelong developmental activity. Growing older means simply facing a changing set of life tasks. The necessity to make progressive adaptations and to be actively involved remains undiminished.

CAUSAL FORCES

A number of social and economic forces are at work that serve to impact on the opportunitites for older persons to be productively employed. Some tend to restrain extension of the work-life; others tend to prolong work-life. Because these forces contribute to an understanding of the context of decisions to serve older persons, they will be separately discussed.

Social Security System

The social security system has evolved from its original inception as a retirement annuity to a broad-based system of income transfer as a partial replacement for wages and as a provider for health maintenance and disability protection. Retirement benefits of sixty-seven billion dollars were expected to be paid to over nineteen million retired workers in fiscal year 1980. When dependents and survivors of retired workers were included, 30.7 million persons were anticipated to receive some ninety-nine billion dollars. Disability benefits in excess of fifteen billion were estimated to be paid to more than five million beneficiaries. Additional supplementary payments were anticipated to be outlaid to nearly 1.9 million low-income older Americans.[33]

The social security system has a built-in disincentive to continuing employment. The provision for early retirement at sixty-two has enticed many workers to withdraw from the labor force. Nearly half of those eligible are taking advantage of early retirement. The so-called "earnings test" under which benefits are reduced by one dollar for every two dollars of wages earned over $4,080 tends to discourage retirees from seeking to supplement their income through wages from gainful employment. Similarly, it has been argued that disability benefits payable only upon withdrawal from the labor force may serve as an incentive for those with disablements to cease gainful employment.

Private Pension Plans

Private pension plans provide for payment of benefits to workers upon retirement. The availability of these benefits reward retirement for those workers who have met the eligibility criteria. Many companies are re-defining eligibility on the basis of years of service rather than a strict age criterion. The 'thirty years and out' policy is becoming increasingly more prevalent in private retirement plans. By making the advantages of continued employment less attractive, these retirement policies tend to encourage early retirement.

Under current federal regulations employers do not have to allow years of service beyond sixty-five to credit in the calculation of pension benefits. The effect of this regulation is to provide a disincentive for continued employment beyond sixty-five.

Age Role Stereotyping

In recognition of the widespread incidence of age bias, Congress passed the Age Discrimination in Employment Act of 1967. This Act was amended in 1978 to prohibit private seniority systems or employee benefit plans from requiring involuntary retirement because of age. Provisions of the Act are limited to individuals who are at least forty years of age and less than seventy. Yet despite the proscription of age bias, age bias is a continuing presence. Biases ingrained in selection criteria, admissions to training programs, promotional standards and performance assessment criteria are not easily eradicated. Attitudinal stereotypes of age-related disabilities are not readily dispelled. Age biased beliefs, often based on little or no objective evidence, color the decisions of the gate-keepers of the opportunity structure for older Americans.

A Youth-Oriented Culture

The American society holds youth in high esteem. We venerate its beauty, extol its virtues and lament its passage. The American conscience is piqued by the rate of youth unemployment yet shows relative unconcern for the fact that one out of seven elderly lives on an income below the poverty level. Our public policies have promoted withdrawal from the labor force partly to provide mobility opportunities for younger workers. The 'thirty and out' clauses in collective bargaining agreements are supported by unions because they serve to bring new blood into the ranks. Employers are often reluctant to make human resource development investments in older workers who may not remain long enough to recoup the investment.

Legislation Delaying Mandatory Retirement Age

Whereas social security is a disincentive to continued employment, the intent of the Age Discrimination in Employment Act and its amendments in 1978 is clearly the converse. By raising mandatory retirement age from sixty-five to seventy, Congress articulated a public policy that implicitly recognized a need to utilize our older human resources. However, the thrust of this intent is thwarted by regulations which permit employers not to credit service beyond sixty-five for pension contributions.

Increasing Social Security Costs

Unanticipated social and demographic changes have created funding problems for the Social Security system. As workers retired earlier and lived longer, they exerted an unexpected drain on trust fund reserves. The ratio of those sixty-five and older per hundred population eighteen to sixty-four increased from 17.4 in 1970 to 18.5 in 1979.[36] Currently, there are 3.3 contributing workers for every social security beneficiary. The number is projected to fall to 2.00 by the year 2000.[37] If this trend continues, the implication is that the working age population will have to support a growing number of those in a non-productive retirement status. As the baby boom of the 1940s matures into the older adult boom of the 1990s with fewer young adults to take their places, this dependency ratio can be expected to increase at an accelerated pace.

Whereas the social security system was initially conceived as an old age survivors and annuity program, it has gradually evolved into an income transfer program. The benefits have been expanded to include those for disabilities, supplementary assistance for the low-income aged, blind and totally disabled and health care insurance. These programs are commonly referred to as Federal Retirement and Survivors Assistance, Disability Insurance, Supplementary Security Income (SSI) and Medicare.

Legislation provides that separate trust funds be established and that the programs be supported by receipts from a payroll tax deduction. This tax rate is currently set at 6.65 percent and under current legislation is scheduled to increase to 7.15 percent by 1986. Both the employee and employer are taxed at that rate for salaries up to a maximum level. Currently the maximum taxable salary base is $29,700. Starting in 1982, this base is to be determined automatically in accordance with annual increases in the average earnings in covered employment.

Social security benefits are tied to the cost of living index. Tying the costs of social security benefits to the cost of living resulted in more than a fourteen percent increase in social security benefits effective July 1980. Continued price escalation coupled with a sluggish economy could reduce payroll taxation and place social security in a deficit. It is projected that by the end of fiscal year 1981 combined disbursements for retirements, survival and disability benefits plus hospital insurance payments under Medicare will equal one hundred and seventy-two billion dollars.[39] Income from social security payroll taxes during the same period is estimated at one hundred seventy billion, leaving a two billion dollar short-fall.

The threatened security of the social security funding arrangements has caused a number of proposals for change to be advanced. Congress has already provided for an annual three percent increase in benefits effective in 1982 for workers who delay their retirement beyond sixty-five. Additional proposals include liberalizations of regulations that restrict additional earnings, extension of the eligibility for full benefits from sixty-five to seventy and deferring early retirement from sixty-two to sixty-five. The collective impact of these changes would be to counteract the current disincentive for continued employment inherent in the existing social security structure.

Inflationary Pressures

The effects of double digit inflation are especially pernicious for those on relatively fixed retirement incomes. At a ten percent rate of annual inflation, it has been estimated that the real value of a dollar of benefits upon retirement will decrease to sixty-two cents in five years, thirty-nine cents in ten years and fifteen cents in twenty years.[39] Even with compensation for cost of living increases in social security benefits, retirees have lost ground during the last decade. This is due primarly to the fact that prices of commodities of greatest concern to older persons (health, food, rent, utilities) have risen faster than the cost of living index, which is based on a more inclusive market basket. Older persons tend to make more

conservative investments that offer less risk and are consequently more subject to erosion by inflation. As evidence of the effects of inflation, it is estimated that a ten thousand dollar savings buffer in 1967 has a current value of only four thousand dollars.[40]

The supplemental security provided by private pensions is rapidly being diminished by inflation. The President's Commission on Pension Policy estimates that only about four percent of all private plans provide for automatic cost-of-living increases.[41] Cost-of-living increases when provided tend to lag considerably behind the inflation rate. The consequence is that more and more retirees must return to gainful employment in order to supplement social security benefits.

ISSUE AT QUESTION

The critical question to be resolved is what should be the role of older persons in American society. Should older persons be provided financial independence in a manner that rewards them for withdrawing from active work into comparative isolation, or should they be encouraged to remain and their talents and capabilities utilized in a productive fashion? Admittedly, the argument that social security would provide financial security while at the same time reducing the competition for jobs may have been a necessity as our country was emerging from the depression of the 1930s. The continued validity of that argument bears close examination.

The rising tide of older Americans, the growing inability of our system to support an escalation of social overhead costs and the conscience of a society founded on the principles of equality for all argues that the case for improved utilization of older Americans be given a fair hearing. Federal policies that serve to disenfranchise older Americans of their entitlement to gainful employment should be carefully analyzed. Policy-makers and leaders should weigh whether in our quest for a renewed purpose this country can afford to continue a course that systematically denies society the productive contributions of one out of every five members.

Chapter 3.

Education and Training for Older Adults—A Peripheral Social Service or a Social Entitlement

EMPLOYMENT RELATED PROGRAMS

Employment related education and training programs for older adults are currently not a high priority. The principal federal programs with a designated mandate to provide employment and training services to older adults are as follows:

- Community Service Employment (Title V of the Older Americans Act);
- Services for Older Workers (Sec. 215, CETA); and
- Projects for Middle Aged and Older Workers (Sec. 308, CETA).

Other programs exist (including vocational education) that offer the opportunity for employment and training for older adults. The important distinction is that for these programs, older adults are but one among many target populations competing for the service dollar.

Community Service Employment

Although authorized under the Older Americans Act of 1965 as Amended, this program is administered by the Department of Labor. The purpose is to provide part-time public service employment to low-income adults fifty-five years of age and older. The program is currently funded at some $268 million and is providing work opportunities for over fifty-two thousand older workers.[42] The predilection for youth is apparent when one considers that the FY 1982 Carter Administration Budget allocated some eight hundred fifty million dollars for CETA Title IV, "Youth Employment and Training Activities."

Title V activities are frequently referred to as senior aide programs. The low-income older workers are provided subsidized part-time employment in community service activities and facilities such as day care centers, schools, hospitals, senior centers and rehabilitation and restoration projects. The term "aide" connotes that the participants are functioning in a helping capacity in the performance of a number of community services.

This program is subject to many of the same criticisms leveled at other public service employment programs. The purpose is more that of income maintenance than the development of occupationally related employment skills. Little effort tends to be spent on formal training and re-training efforts to prepare participants for specified occupations. Job development efforts often are sporadic and depend upon the initiative of local program operators. As summarized by the Federal Council on Aging "...the Senior Aide program lacks the essential components of a mainline employment development effort such as can be found in the best CETA programs."[43]

Older Worker Employment and Training Services under CETA

The CETA legislation makes specific authorization for provision of services to older workers. Section 215 authorizes prime sponsors to assist older workers in overcoming age induced barriers to employment. Prescribed assistance includes skills training and updating, remediation to compensate for physical changes associated with aging, overcoming of employer age stereotyping, financial barriers inhibiting labor force participation and job development efforts to expand appropriate job opportunities. The Secretary of Labor is to ensure that each prime sponsor's plan contains appropriate activities addressing the employment problems of older workers. Although not mentioned specifically, older workers are implicitly subsumed under the target group served by other sections of the legislation.

Unfortunately the results belie the promise. Less than three percent of the clients served in Title II Parts A, B and C were over fifty-five. The percentage of participants who were fifty-five and above was 5.8 for Title II D and 6.0 percent for Title VI. When all service titles were included, less than one in every twenty CETA participants was fifty-five and above.[44]

Projects for Middle-Aged and Older Workers

Section 308 of the CETA legislation mandates that the Secretary of Labor initiate a variety of employment related research and demonstration projects addressed to the needs of middle-aged and older workers. Research is to be conducted on the relationship between age and employment and arrangements are to be supported which promote occupational transition and re-entry into the labor force. Although well-intended to address the employment and training of unemployed, under-employed and disadvantaged older workers, no appropriations have been allocated under this section.[45]

Related Employment and Training Efforts

It is paradoxical that vocational education has not been more closely identified with the provision of employment and training services to older adults. Available evidence seems to indicate that whereas vocational education serves older adults, the necessity remains for a concerted effort to increase accessibility for this segment of the population. Enrollment data by age categories is not currently collected by the Vocational Education Data System (VEDS). However, the fact that nearly two out of every three reported vocational education enrollees are served at the secondary level supports the contention that vocational education has been principally preoccupied with youth programs.

A similar under-representation of older persons also characterizes adult education. Whereas adults fifty-five and older constituted nearly twenty-eight percent of the civilian population seventeen and above, they comprised only 10.7 percent of the enrollments in adult education in 1978.[46]

Of the more than twelve hundred separate federal domestic grant programs, the National Advisory Council on Extension and Continuing Education has identified more than three hundred ninety programs that provide some sort of support directed at the educational training and learning needs of adults. Of these programs the Council further identied one hundred and forty-five programs which in their terms "provided significant support for university and college-based continuing education activities."[47]

In a separate study Christoffel identified nearly fifty federal programs which she felt contained some education and/or training activities in which older adults could participate. A review of the scope of available programs led her to conclude:

> ...this number is misleading. The activities are fragmented, relatively narrow in scope, and probably represents funding levels of less than one percent of the over fourteen billion federal government spends on education and training for all persons past compulsory school age in FY 76. The bulk of the Federal effort appears to be concentrated in just a few of these programs...In most of these programs there is no data about the extent of older adult participation in the education or training component. Older adults appear to be substantially under served in most programs (given each program's target group populations) but the degree to which this occurs cannot be estimated.

> In short, the federal government is able to say very little about the extent to which it meets the lifelong learning needs of adults aged forty-five and over, let alone how well it meets those needs.[48]

The majority of continuing and lifelong education activities appear to be offered on a not-for-credit basis. Butcher in 1980 surveyed community, junior and technical colleges with respect to the enrollments of older adult students.[49] Nearly half of the institutions responding reported having less than a hundred older adult students enrolled in credit courses. Survey returns led Butcher to conclude that "a majority of seniors are enrolled in non-credit courses in the continuing education or community service section of the community colleges." Butcher's conclusions are supported by a earlier study conducted by the National Center for Education Statistics in which they found that fifty-two percent of all postsecondary courses were taken for non-credit, an increase of forty-five percent from that reported in 1969.[50]

State administrative units on aging are authorized to support social services for older adults including continuing education, second career counseling and any other services deemed necessary to the general welfare of older individuals. One of the purposes of the Older Americans Act of 1965 is declared to be to provide "opportunity for employment with no discriminatory personnel practices because of age" [Sec. 101 (5)]. Many state units on aging have an employment and training director or equivalent whose responsibility it is to administer community service employment programs under Title V authority.

Relatively scant resources, however, seem to have been deployed to meet the employment and training needs of older adults. A review of a recently compiled compendium of innovative programs for the aging at the state level revealed few, if any, programs devoted to the development of job-related employment skills.[51]

Several of the major advocacy organizations have recently recommended training and re-training programs for the development of job-related skills. The Federal Council on Aging recommended:

> that Congress design and legislate a special unemployment insurance and job re-training program for middle-aged and older workers in order to enable them to regain and/or re-enter the labor force when external economic pressures would force them into premature labor force withdrawal without such government intervention.[52]

The National Council on Aging Public Policy Agenda recommended an:

> increase in public and private funding at national, state and local level, for the provision for free or low-cost job updating or second career training programs.[53]

The Committee on Evolving the Roles and Careers in the Future Society identified as an issue:

> What procedures can be developed for providing job flexibility through such devices as counseling, vocational re-training, work sharing, part-time employment, tapering off in order to accommodate changing interest in capacities of middle-aged and older workers and to enable employers to continue to benefit from the experience and habits of senior workers?[54]

ISSUE AT QUESTION

The over-arching issue is what importance should be given to the employment of older persons. If employment of the aging is but a peripheral concern, then continuation of the present service emphasis is justifiable. However, if the emphasis is on jobs—jobs for older workers who need to supplement their retirement income, jobs both paid and unpaid for those who need to feel needed and useful to society, jobs for those who have been displaced because of technological obsolescence, jobs for the homemakers who must re-enter the labor force—then there is a critical need to re-assess our current employment and training efforts. No integrated or unified policy currently exists for guiding national employment and training efforts for older adults. Few programs direct their efforts specifically to the preparation of older Americans for employment. For those programs that do, the major emphasis is on subsidized employment with job development and placement services offered in a supportive capacity.

Enrollment in non-credit courses accounts for the majority of adults served in adult and continuing education. There is an upsurge in courses for older Americans dealing with life-coping skills, recreation, personal and family living, retirement and other non-employment related areas. The focus of these courses is consistent with the philosophy that views retirement as a time for separation from work, a time when interest can turn to the enjoyment of the cultural, social and recreational benefits accruing as a reward for years of productive service. The benefit of these courses is not at issue. Certainly, older persons can and will profit from exposure to these courses. The real issue is whether the nation can afford to limit its attention to these areas at the expense of provision of opportunities for job skill development.

As educational resources become more scarce, it will become increasingly more important that they be utilized so as to maximize social returns. Ultimately this will require hard choices between alternative educational strategies for older adults. If the untapped potential of older persons is to be realized, training opportunities must be available to develop the skills demanded by society.

A critical factor in determining the employment-related educational training opportunities available to older adults is their attitude towards continuing work. A Harris study conducted in 1979 is widely quoted as evidence of older people's desires to maintain contact with society through a work-related role. According to the Harris survey:

- 51 percent of employees indicated that they wanted to continue working in some capacity rather than retire;
- 48 percent in the age group fifty to sixty-four indicated a desire to continue working after sixty-five; and
- 46 percent of those already retired said they would prefer to be working.[55]

Additional evidence exists to support the contention that many older Americans desire to continue working. In an earlier poll, Harris estimated that thirty-three percent of the persons sixty-five to sixty-nine would accept full or part-time work if it were available.[56] Stagner, in a survey of retired United Auto Workers, found that seventeen percent indicated that they would like any job except factory work.[57] After analysis of the results, Stagner concluded that at least twenty percent of those surveyed indicated a significant interest in working.

These results tend to dispel the notion that most older people want to quit work. The fact is that older people are a diverse lot—some may continue working while others seek retirement, some may not be interested in a full-time job but would consider part-time employment, others desire to retire from their existing job and seek to continue working in a second career. The desire to be self-employed may be appealing to many older adults after long years in an employee capacity.

Most observers expect the trend for decreasing labor force participation of older workers to continue. This trend is highly dependent upon the extent of continuing inflation, the extent to which incentives are provided to remain in the labor force, the success achieved in reduction of age role stereotyping and the increased opportunity for employment-related training. As summed up by the National Committee on Careers for Older Americans:

> If older workers are denied meaningful roles and fair treatment in training, development and promotion they will likely view the whole subject with disinterest or frustration. If, on the other hand, productive roles are available to them, the whole picture will change.[58]

Thus, the response of the older worker is seen to depend upon the stance of society. If older Americans are viewed as a valued resource worthy of the investment for its development, they stand ready to contribute. If shunted aside and their worth denied, they will withdraw into isolation and their potential will wither.

Chapter 4.

Older Persons—Special Need Learners or Regular Students

'Older adult' has a dual implication for vocational education. As adults, their learning needs and requirements are substantially different from those of youth. As older adults, their capabilities and demands are moderated by the aging process.

ADULT LEARNERS

Four key assumptions are commonly drawn about the adult learner and the adult learning process:

1. Adult readiness to learn is dependent upon a need to acquire competencies to perform valued life tasks;
2. Adult learning is self-directed and self-motivated;
3. Adult learning should be approached from a problem centered process orientation rather than as subject matter content to be mastered; and
4. Instructors should function as facilitators and resource persons.

Adult learning is motivated by a need to know. This need might vary from the immediate economic necessity to obtain the skills necessary to secure another job to the more altruistic motive of learning the skills necessary to help others. Adults desire to acquire competencies to assist them in achieving desired ends. Education is judged to be a success to the extent that competencies are deemed relevant to the tasks at hand and progress made in obtaining desired skills. If these conditions are not met, adults will "vote with their feet" and vocational education will have failed in its mission.

Adults participate in learning situations because they believe it serves their self-interest to do so. The learning situations should therefore be structured so as to allow for the formulation of individualized learning goals. Learning activities should be sequenced to allow progression toward goal attainment and knowledge of results provided so as to allow self-monitoring of the progress.

Principles of adult learning tell us that adults learn best when learning is approached from a problem orientation rather than as a body of subject matter to be mastered. The problem centered approach requires an understanding of the problem addressed and the principles, processes and procedures for chosing between existing solution alternatives. Learning, then, becomes a decision process wherein information is acquired and utilized to assist in the making of informed choices. This approach differs significantly in philosophy and learning strategies from the more traditional model wherein learning is regarded as the serial acquisition of a body of factual knowledge.

Adult learning calls for instructors who serve as managers and facilitators of the learning processes. Their role is to act as resource persons providing assistance and support when needed. This differs substantially from the more orthodox view of the teacher as the dispenser of knowledge to be passively assimilated by the student.

The Older Adult as Learner

Research and experience have identified certain characteristics of older persons that impact on the design and delivery of vocational instruction. Some of these are age related, others are descriptive of all adults. Age related characteristics should only be interpreted as tendencies based on group average. Many older persons may perform as well or better than younger persons on a certain task. The implication is that whereas the findings are, on the average, descriptive of older adults, they may not actively characterize the capabilities of every individual mature learner.

In general older workers can be expected to:

- Express a greater desire for certainty;
- Exhibit caution in their approach to new situations;
- Avoid risk whenever possible;
- Express a greater preference for dealing with the concrete;
- Experience difficulty in eliminating irrelevant information;
- Respond at a slower rate;
- Show differential decline in abilities;
- Suffer reduced sensory acuity; and
- Experience a diminution in recall.

Supportive Services

Older persons have need for a variety of services that are supportive of the learning process. The nature of the supporting services offered depends upon the special population being served. These supportive services and a rationale for their need are as follows:

SUPPORTING SERVICE	RATIONALE
Individual Assessment	Differential effects of aging and unique individual needs require knowledge of capabilities, abilities, skills, interests and values as the basis for an individualized service approach.
Personal Guidance and Counseling	Need to overcome fears and self-imposed limitations inhibiting the expectations and potentialities of older persons.
Information and Referral	Provision of centralized information as to availability and location of direct services and assistance in obtaining access to needed services.
Transportation	Addresses the needs of those who have no physical access to available services by bringing people to programs.
Escort Services	Provides assistance on a one-to-one basis for those who are experiencing difficulty in obtaining services.
Occupational Counseling and Career Information	Occupational exploration opportunities, knowledge of job opportunities, awareness of work expectations, career decisions making skills, vocational maturity in job search skills required to facilitate reentry into the work force.

SUPPORTING SERVICE	RATIONALE
Personal Assistance — Shopping Services — Reader Services — Letter Writing Services — Home Visitations — Telephone Monitoring	Augments the capabilities of older persons to function independently in a home environment.
Nutritional Services	Meals provided to older persons on a regular basis to maintain nutritional balance.
Recreational and Social Services	Provide individual and group opportunities for avocation and leisure time activities that contribute to social adjustment and physical well-being.
Homemaking Services	Assistance in food preparation, shopping, light housekeeping, home finances and other household management assistance serves to increase the ability of elderly to live free of institutional constraints.
Home Health Services	Provision of home health care such as personal grooming, rehabilitative and restorative nursing, physical therapy, occupational therapy, speech therapy and home health education.
Legal Aid Services	Aid in financial and estate management and in other matters of a legal nature.
Placement Services	Matches job demands and requirements with the assessed capabilities, abilities, skills and interests of older job applicants.
Follow-Up Services	Follows up on placement of older applicants to ensure that placement is successful both from the standpoint of the older person and the employer.
Job Development	Working with the employer to develop job opportunities for older persons.
Outreach and Recruitment	Necessary to actively seek out the older persons and to promote vocational education as a means of serving their unique needs.

The importance of support services in serving older students was verified in a recent survey of community junior and technical colleges.[59] According to survey results, the three most important factors contributing to an increase in older adult student enrollment were, in descending order of importance, outreach and publicity, special programs responding to the needs of senior students and convenience of location of educational facilities. When polled as to the special support services available for senior students, two out of five institutions reported simplified registration, one out of four reported counseling and one out of five reported recruitment and outreach. Considering the perceived importance of supportive services in the provision of education to older students, it is instructive to note that 44.2 percent of the institutions responding indicated that they provided no supporting services for older students. The most frequent reason for not providing supportive services was insufficient financial resources. The second most prevalent reason was that the same services are provided for all. According to this rationale older students are no different than any other student and therefore do not require special support services.

ISSUE AT QUESTION

The issue is whether older persons can be served in regular vocational education programs or whether they must be provided special assistance to succeed. This issue is complex and its resolution may well alter the structure of contemporary vocational education. If the adult boom is really here and if serving adults, particularly the older adult, requires a different configuration of educational resources, then vocational education is in a real quandary. They can continue to serve those under eighteen in a "business as usual" approach, an approach that is compatible with their current mix of resources; or, they can shift to meet the changing demographic tide with its consequent implications for change-over costs.

Continued emphasis on a youthful client population is not without risk. The population under eighteen can be expected to register about a ten percent growth rate over the next two decades in comparison with a twenty-two percent increase in the eighteen to fifty-four year old age group and a twenty-one percent increase for the fifty-five and older group. By the turn of the century, there will be nearly eight people fifty-five and older for every ten persons under eighteen. Since birth rate is a function of social economic class, the proportion of disadvantaged youths can be expected to increase. This increase will be accelerated in the central city and in the rural areas—those areas in which vocational education appears to be most in need of additional resources. While the youth population will be increasing in certain sectors, decreases in absolute numbers or decreases in the rate of increase will result in empty classrooms and idle work stations. Relative immobility of resources will inhibit movement from geographic locations with excess capacity to those with excess demand.

Vocational education cannot long ignore the growing number of mature adults without a making a myth of the claim to serve all persons in all communities. Yet shifting the service focus from preparation for first careers to re-tooling for second careers cannot be made without system disruptions. Training an unskilled youth for entry-level employment is not necessarily equivalent to re-training an experienced adult for a second career.

Time devoted to learning and relevancy of learning content will become increasingly more important as those who have experience with adult learners have noted. Adults seldom have the luxury to learn materials only peripherally related to the central competencies needed. As a result of dealing with an increasingly older clientele, the instructional strategies and course structure must inevitably change. To deal with the uniqueness of individual needs and experiences that adults will bring to the classroom will require an increasing emphasis on individualization of learning. The need to individualize learning strategies will escalate the demand for competency-based learning modules. These modules will require the packaging of similar competencies at the sub-occupational levels. Increased emphasis on learning modules resulting in the attainment of demonstrated competencies will allow adults greater choice in the competencies required to deal with their particular problems and greater flexibility in interspersing periods of skills up-grading with periods of employment.

Curriculum modifications will be required to better serve the needs of older adults. Programs will have to be modified so as to provide modes other than verbal instruction and to reduce the emphasis on short-term memory and recall. Increased provision for self-assessment and for more rapid and variable means for providing the adults with knowledge of progress obtained will be required. Instructional strategies will have to be developed to cope with the potential interference of conflicting prior knowledges and experiences.

The shift to adult learning strategies will require a corresponding redefinition of the role of vocational instructors. The concept of teacher as the purveyor of content knowledge to be passively learned by students will disappear to be replaced with the instructor as a manager of a group of adults each proceeding at his/her own individualized pace and performing learning tasks oriented to individual learning goals.

Delivery of vocational services to adults, particularly older adults, will require a corresponding emphasis on auxiliary support services. Accessibility to vocational learning opportunities will need to be greatly improved. Recruitment procedures will need to be streamlined so as to provide for the admission of adults to programs on a schedule that serves the adult need rather the institution's convenience. The common practice of requiring a number of students with a common need before a course can be offered will have to be replaced with more flexible admissions that will provide for more open-entry and open-exit.

Vocational training will need to be accessible to a wider range of adults. This will require that either transportation be provided to bring adults to the program or that the programs be brought to concentrations of adults. This is particularly important for older persons whose mobility is restricted and whose ability to profit from vocational education will be greatly inhibited unless improved access to programs is provided.

Extension of vocational services to the populations of older adults will require a more comprehensive outreach effort. Older adults may be unaware of the educational opportunities available and may be ill-informed or misinformed as to the admission requirements. To reach these populations will require a more intensive promotional effort—a promotional effort designed to demonstrate the utility of vocational education to enable them to cope with the life problems that accompany advancing age.

The transition from a youth to an adult oriented emphasis will require resources. Capacity must be built to enable vocational education to deal with the changing needs of an adult constituency. New and/or modified curriculums will be required to re-equip adults with skills needed to make the transition from a dead-end or obsolete career into a new career trajectory with a brighter future. A change in emphasis from a pre-vocational career awareness and exploration approach with limited investment in equipment will require access to learning stations where adults and particularly older adults can be provided the environment to learn the skills required by modern technology. Instructors will have to be re-trained to assume the role of manager of the instructional process and to become more familiar with the instructional strategies that can be used to compensate for the effects of the aging process. Educational gerontology will need to become a subject of greater importance in the pre-service and in-service training of vocational instructors. Funds will be required to provide the support services necessary and to improve access to the learning process. Scarcity of resources will require hard decisions as to what should be the appropriate mix between direct and indirect educational services.

The issue facing vocational education, then, is what strategies it should adopt to deal with this rising tide of older Americans. To deny them service by not adapting to their needs will be at the long-run peril of vocational education and runs counter to the commitment of vocational education to serve the needs of all people. On the other hand, there is a legitimate question as to the the extent that vocational education can be responsive to changing population needs without the infusion of the resources necessary to build the capacity to serve these needs.

Chapter 5.

Community Service—Non-Traditional Vocational Education?

Vocational education has often been narrowly conceived as preparation for a job. Jobs have tended to be equated with paid employment in existing occupations. This view was epitomized in the language of the Vocational Education Act of 1963 which provided for vocational training or re-training for individuals for gainful employment in "recognized occupations" [Part A, Sec. 8 (1)]. It was not until the 1976 Amendments that the concept of employment was expanded to include both paid and non-paid. The limitations inherent in preparation for gainful employment in recognized occupations was recognized and addressed by defining homemaking as an occupation. By defining homemaking as an occupation, presumably in the home economy although not explicitly stated, and by legitimizing preparation for unpaid employment, the boundaries of vocational education were expanded to include preparation for all work.

THE COMMUNITY SERVICE CONCEPT

Much potential for community improvement lies fallow. This occurs not so much because of lack of resources as because no prime mechanism exists for articulating the need and for marshalling resources to serve that need.

Nowhere is the description more apropos than for the case of community services and older persons. Unmet human needs of the community are legion—food, shelter, meaningful work, companionship, security, health, recreation, safety, personal worth, dignity, pride, self-fulfillment...Many of these needs will continue to go begging because the community is not able to provide the available resources. Yet at the same time that the needs go unfulfilled, there is a significant pool of human resources that go unutilized. The experiences, talents and skills of older persons if properly marshalled and managed could make a significant social impact with minimum social investments.

Community Service Occupations

Older persons could be provided training to perform a number of activities that would contribute to community betterment. Such activities might include:[60]

- Follow-up services for patients recently discharged from the hospital
- Provision of health educational material on an outreach basis
- Home health care aides
- Rehabilitation technicians and aides
- Senior companion services
- Household management
- Home repair services
- Community services referral
- Educational resources specialist
- Library workers
- Peer counselors
- Classroom aides
- Tutors/role models for disadvantaged youth
- Fire and safety inspectors
- Environmental hazard inspectors
- Translators and communicators
- Energy conservators and advisors
- Environmental impact analyst
- Materials recycling aides
- Intermediaries in adjudicating disputes between community groups
- Financial management specialists
- Consultants to small businesses
- Paralegal aides
- Nutrition advisors
- Consumer specialists
- Recreational aides
- Job developers

This is but a sample of the variety of activities that could be performed. Older persons by virtue of their age and experience would appear to be qualified to deal with both ends of the age spectrum. For the youth, they could draw upon their lifetime of experiences and could function as an advocate providing the youth with the companionship and concern that is frequently missing. Older persons would appear to have a special empathy for the needs and concerns of the fragile elderly. Their needs could be met through the provision of a variety of services designed to permit the elderly to function in a non-institutionalized setting.

Volunteering as an Occupation

Older persons, particularly those who have retired from one career, represent a pool of untapped human potential. A Harris survey conducted in 1975 reported that nearly one out of every four persons sixty-five and above surveyed were working as volunteers and that one out of ten persons above sixty-five indicated that they would be interested in volunteer work.[59] All together the survey results indicated that nearly one out of three persons aged sixty-five and above could be considered to be in the volunteer force, e.g. those actively engaged in volunteering or those who expressed an interest. Applying this survey estimate to current population estimates indicates that approximately 7.3 million adults sixty-five and older are actual and/or potential volunteers.

Many community service activities could be performed in a voluntary capacity. Older persons with appropriate training could form an awesome force for community improvement and development and could contribute billions of dollars in terms of value added to the quality of community life. Community agencies could use volunteer assistance to supplement existing resources thereby contributing to the cost effectiveness of current operations.

Utilization of older volunteers not only benefits the community but the volunteers themselves. Older volunteers are offered an opportunity to contribute to the life of the community. For those with financial security, volunteering provides a medium for helping others and by so doing contribute to their own growth.

ISSUE AT QUESTION

The issue is to what extent vocational education should assume the responsibility for training for community service activities. The assumption of this role will require an awareness of and sensitivity to community problems such as crime, delinquency, alcoholism, drug abuse, discrimination, unemployment and under-employment, poor housing, inadquate transportation, to name but a few. The fundamental rationale for undertaking this role would be that these problems are addressable through improved community services and that vocational education can contribute to the improvement of these services.

The assumption of this role is certainly consistent with the emerging philosophies of community education. If education is indeed the warp of the community fabric and if the redevelopment and redirection of America is dependent upon the skills of its community members, then the challenge to vocational education is clear.

A strong vocational presence in community development would require an expanded definition of vocations. Consideration of vocations as paid employment in well defined occupations would have to be expanded to include all socially productive work. This expansion would create a host of new and emerging community service occupations. Part of the challenge would be to structure and identify the human skills and talents required to deal with community problems. As a consequence, vocational educators would find themselves in the role of vocational developers with the opportunity to play a lead role in the development of the community's human resources.

The effective performance of this role will require that vocational education be in the mainstream of community affairs. Communication links will need to be established and maintained with community organizations both private and public. Perhaps more important, bridges will have to be built to permit inclusion of the private citizens. Since older persons seek meaningful social activity, they constitute a significant pool of human resources. Means will have to be established to facilitate their participation.

On the negative side, assumption of any social responsibility is not without risks and costs. Significant community problems may not be alleviated through improved human services. Citizens, particularly older citizens, may not be motivated by social altruism. To provide community service training for older persons will require organizational change. Increased community linkages will need to be developed. Staff may need to be trained to have an enhanced sensitivity to community problems. The role of education may become unduly diluted and its identity lost in a sea of community services. Change, in all probability, cannot be accomplished without additional costs. New resources will have to be acquired or existing resources redistributed.

This balancing of social benefits vs. costs represents the greatest dilemma facing vocational educators. To serve older persons, particularly in a service mode that expands the present structure, cannot be done without added cost. To allocate scarce resources to this venture means lost opportunity costs associated with those social alternatives not pursued. The choices are not easy. They must ultimately be decided by informed public decision at the community level. Hopefully the process will be so structured that the needs of forty-five million older Americans will not be ignored.

Chapter 6.

Comprehensive Service Delivery—What Role for Vocational Education?

ADMINISTRATION ON AGING AND VOCATIONAL EDUCATION

Congress in the Older Americans Act of 1965 created a federal, state and local system for the planning and administration of programs to serve older persons. At the federal level, the Act created the Administration on Aging which is currently located in the Department Health and Human Services. The Act endowed the Administration on Aging with a broad range of functions. These functions generally pertain to the areas of planning, administration, information dissemination, program evaluation, research and development and technical assistance. The Administration has a mandated duty to serve as the advocate for the elderly in all branches of federal government and to review and comment on all federal policies influencing the elderly [Sec. 202 (a) (1)]. In carrying out this advocacy role, the Administration is to coordinate and assist in all planning at federal, state and local levels of programs for older persons "...with the view to the establishment of a nationwide network of comprehensive, coordinated services and opportunities for such persons" [Sec.202 (a) (12)]. The Commissioner on Aging is given authority to review and comment on all departmental regulations and policies pertaining to the social service development of the elderly [Sec. 202 (b)]. In carrying out the purposes and provisions of the Act, the Commissioner is to advise, consult and cooperate with all federal agencies carrying on programs or services related to the purposes of the Act. Specific mention is made of the Community Schools Program under the Elementary and Secondary Education Act of 1965 as being one of the programs related to the purposes of the Act. No explicit reference is made to the Vocational Education Act of 1963.

Title III of the Act provides authority for federal assistance to state and local area agencies on aging. The purpose of this title is to "...foster the development of comprehensive and coordinated service systems to serve older individuals..." [Sec. 301]. Comprehensive and coordinated service system is defined "...as a system for providing all necessary social services..." [Sec. 302]. The only social services authorized by the Act that could be construed as being immediately related to employment training are continuing education and pre-retirement and second career counseling. A catch-all category is authorized if it is deemed by the Commissioner that they meet the standards necessary for the general welfare of older individuals. Again no specific mention is made of vocational education as an authorized social service.

The parallel between the organization of vocational education and the network on aging is direct. Both federal programs provide administrative oversight by an agency of the federal government. Both programs provide for grant allocations to the states to be expended in accordance with approved state plans. Each state agency has similar coordinative and facilitative leadership roles. In each program federal funds alloted to states are allocated to local units and are to be expended in accordance with local plans. For vocational education, eligible recipients include local education agencies and postsecondary institutions. Area agencies on aging can be an established office of aging, any office, agency or general purpose unit of local government, any office or agency designated by the chief elected officials of any combination of units of local government or any public or non-profit private agency in the planning and service area.

Whereas local vocational education units are primary service deliverers, area agencies on aging most generally contract for services to be provided by local community service deliverers.

ISSUE AT QUESTION

The issue centers on the role of vocational education in a coordinated and comprehensive system for delivery of services to older Americans. There are at least three alternative roles for vocational education. One role would be for vocational education to provide employment and training services to older persons under contract with a local area agency on aging. Another would be for vocational education to play a lead role by becoming a "focal point for comprehensive service delivery." The third major role would be for vocational education to operate as an independent agency providing employment and training services augmented by whatever supporting services may be required. Of course, there is always the option that vocational education could continue doing business as usual and treat the older person as a regular student with no special supportive services provided.

If vocational education sought to provide employment and training services for older adults under contract with local area agencies on aging, their relationship would parallel that currently existing between education and CETA prime sponsors. Interagency relations would be controlled by contractual agreement, with vocational education competing with other community-based organizations for the service contract. Unless covered by contract, support services provided by vocational education would probably be at a minimum, since many of the available support services provided by vocational education may not meet the support needs of older adults. The most likely practice would be to purchase slots for older persons in ongoing vocational education programs. Because the program is dependent on external funding, services to older persons would probably not be highly institutionalized and the emphasis would readily disappear when the funding dried up.

Vocational education could play a more central role by serving as a community focal point on aging. In this role, vocational education agencies and institutions could serve as the lead community organization in providing coordinated and comprehensive services to older adults. Those services that fit under the mantle of vocational education could be provided by the vocational education agency or institution. Other social services could be provided under service agreements with other community agencies. Services that historically have been provided by vocational education which could be easily adapted to meet the needs of older persons include job skills development, employability skills development, second careers guidance and counseling, consumer education, nutrition, food and financial resource management, health education, household management, avocational craft interests, and entrepreneurial skills. The breadth of coverage indicates the potential of vocational education as a human resource development system. Consumer and homemaking components of vocational education should not be overlooked since they have considerable potential for assisting older people in dealing with their individual and familial problems.

Responsibility for a host of other social services would be dependent upon vocational education's willingness to assume non-traditional roles. Services that could be provided by vocational education or contracted to other community service agencies include home health services, shopping services, escort services, reader services, letter writing services, and other such services designed to support continued living in a home environment; paralegal services, medical and health services, rehabilitative services, physical and occupational therapy and other such health-related activities.

Still another option would be for vocational education to assume complete responsibility for the provision of comprehensive social services. Under this model, a senior center could be organized under the aegis of the parent educational institution. The senior center as an organization would be concerned with the well-being and participation of older persons in the community. As such an organization, the senior center would offer a complete range of social services including educational, recreational, health, nutrition, welfare and individual services. An advisory board consisting principally of older community residents could be appointed to assure representative input from community senior members. The senior center would be a physical location where older persons could meet to partake in general fellowship and receive a variety of group and individual services. Depending on the number of individuals served and the structure of interagency relations, the staff from other community agencies could be out-stationed in the senior center. Location of the senior center on a educational institution campus or located in a facility

readily identified with an educational institution would clearly signal education's interest in administering to the needs of the community's senior members.

The determining factor is the commitment of vocational education to provide a consolidated and comprehensive approach to meeting the total range of needs of older persons. This requires a commitment to education as a central community function and a belief that education is a part of all community life. The extent to which vocational education assumes this responsibility will depend upon the extent to which vocational education views itself as a system for the development of human resources and the importance placed on providing a full range of opportunities for the creative utilization of the resources of older persons.

Chapter 7.

Summary Recommendations

Previous chapters of this paper trace the dimensions and explore the implications that a "graying America" will have for vocational education. Responsiveness to the demands of growing numbers of older Americans will require re-examination of the basic structure of the systems that provide social services to older adults and the context in which they operate. This chapter will focus on the delineation of a role for vocational education through a series of recommendations directed at proposed changes in the structure and process of the delivery systems. Recommendations will be offered at the federal, state and local levels. Recommendations will be offered to promote bipartisan efforts between vocational education and the Administration on Aging to create a climate of interagency coordination in which a truly comprehensive network for the provision of services to older persons may become a reality. Specific recommendations will be addressed to Congress, to the Department of Education, to the Department of Health and Human Services, to the Department of Labor, to the State Vocational Education Agency, to the State Unit on Aging, to local educational agencies and institutions and to area agencies on aging.

CONGRESS

CONGRESS SHOULD CONSIDER INCLUSION OF AN ADULT TITLE IN THE FORTHCOMING REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT.

- The title should provide for the delivery of vocational education programs, services and activities for the purpose of developing job skills and updating and upgrading existing skills for all adults according to their needs, interests and abilities to benefit from such training.

The inclusion of a separate title for adult vocational education will signal that it is the intent of this country to make the development of employment-related skills for all adults a national priority. The title and its statement of purpose should by enumeration indicate the broad range of target populations that are intended to be served. The diversity of older persons that could profit from preparation for work should be explicitly recognized. This enumeration should include those who have completed one career and desire the skills needed to enter a second career, those older workers who are displaced by technological unemployment, those who need to upgrade their skills in order to progress in employment, the disadvantaged and handicapped for which age is an added limitation, older women who must enter or re-enter the labor market, those in urban areas and those in rural areas as well as all older Americans who experience employment discrimination because of age. Program services and activities to be funded under this title should include instructional services; outreach and employment services including placement and job development; supportive services including counseling and guidance and transportation; program planning and capacity building activities. It is important that funds be provided to upgrade the capacity of vocational education personnel, equipment and facilities to provide improved services to older Americans.

- Funds under a separate adult title should be allocated according to a separate allocation formula. This formula should be a function of the number of adults in specified age categories as in P.L. 94-482. Poorer states should be given a comparative advantage through incorporation of an allotment ratio. This allotment ratio should be a function of the adult per capita income.

The proposed allocation formula is patterned after that in P.L. 94-482. The Secretary of Education should allot to each state for each fiscal year (a) an amount which bears the same ratio to fifty percentum of the funds being allocated under the adult title as the product of the population aged eighteen to fifty-four, inclusive, in the state in the fiscal year preceding the fiscal year for which the determination is made and the state's allotment ratio bears to the sum of the corresponding products for all states; (b) an amount which bears the same ratio to twenty percentum of the sums being allocated as the product of the population age fifty-five to sixty-four, inclusive, in the state in the fiscal year preceding the fiscal year for which the determination is made and the state's allotment ratio compares to the sum of the corresponding products for all of the states; (c) an amount which bears the ratio of fifteen percentum of the funds being allotted under the adult title as the product of the population age sixty-four and beyond in the state in the fiscal year preceding the fiscal year for which the determination is made and the state's allotment ratio bears to the sum of the corresponding products for all states; and (d) an amount which bears the same ratio to fifteen percentum of the sums being allocated as the amounts allocated to the state on the preceding parts (a), (b), (c) for such years bears to the sum of the amounts allocated to the states under part (a), (b), (c) for such years. The allotment ratio should be defined as 1.00 less the product of .50 and the quotient obtained by dividing the adult per capita income of the state by the adult per capita income for all states. For the purpose of computing adult per capita income, only the population eighteen and above should be included.

- As an inducement to serve older Americans, federal funds under this title should be authorized to be used to pay up to 100 percent of the costs of vocational education programs for older adults. Only those additional costs required to provide older persons the support necessary to succeed in vocational education programs should be eligible for 100 percent federal reimbursement.

Elimination of the matching requirement for funds used to provide vocational education to older persons would serve as an incentive to the states to allot federal dollars for this purpose. The "added-costs" requirement assumes that the role of federal support is to serve as a catalyst for the provision of services to older persons. Given this role, restricting the use of federal funds to the costs for providing services above and beyond that normally required appears emminently reasonable. In this way states can be encouraged to use federal funds to build the capacity necessary to serve older adults.

- The dollar equivalency of volunteer services in vocational education should be allowed to be used to meet state and local matching requirements.

Inability to use the dollar value of volunteer contributions to count towards the matching requirement serves as a disincentive for the use of volunteers in vocational education. Removal of this disincentive should provide additional opportunities for the use of adults, particularly older adults, in a volunteer capacity to assist in the provision of vocational education programs and services. Increased utilization of volunteers by vocational education would provide opportunities for countless thousands of older persons to make use of their skills and expertise and to enable the public education system to have access to a wealth of human talent.

- The content of the vocational education data system (VEDS) should be legislatively mandated to collect enrollment and completion data by age categories for all vocational education programs including adult vocational education programs.

Provision of enrollment and completion data by age categories would provide information as to the extent that vocational education is serving persons of all ages. This information would provide a baseline

that could be used to assess the effectiveness of vocational education efforts to improve the access for all those who need and can profit from vocational education.

- A discretionary grant-in-aid to local vocational education agencies and institutions in localities experiencing technological unemployment should be included as a part of the adult title for the purpose of providing financial assistance to workers during periods of retraining.

The intent of this provision would be to enable displaced workers to seek vocational counseling and retraining in occupations where skills are in short supply. Financial assistance would enable those who would otherwise be forced into unemployment or underemployment to be productively employed in occupations whose skills build upon and expand those already achieved. Provision of financial support would enable workers to concentrate on the acquisition of new skills without the interference of having to earn a livelihood while learning.

- The Vocational Education Act should be generally amended to provide increased attention to the needs of older persons.

The duties of the sex equity coordinator should be expanded to include efforts to overcome age role stereotyping [Sec. 104 (b) (1)] and the title changed to 'equity coordinator' to reflect the added duties. Representation on state advisory councils should be expanded to include a member who is a representative of the community of older Americans [Sec. 105 (a)]. States should be required to provide assurances to the Secretary of Education that funds will be distributed to eligible recipients on the basis of annual applications which described how the activities proposed therein will be coordinated with programs supported by funds from the Older Americans Act (Sec. 106 (a) (4)]. A representative from the State Unit on the Aging should be actively involved in the formulation of the state vocational education plan [Sec. 107 (a)]. The five-year state plans should be required to set forth policies and procedures that the state will follow so as to assure equal access to vocational education programs including actions to be taken to overcome age discrimination and age stereotyping [Sec. 107 (b) (4)]. The annual program plan and accountability report should show the results of coordination of vocational education programs with programs funded under the Older Americans Act. The purposes for which vocational education basic grant funds may be expended should be expanded to include support services for older Americans who enroll in programs to prepare them for productive employment [Sec. 120 (a)]. Authorized vocational guidance and counseling coverage should be expanded to include vocational guidance and counseling to acquaint guidance counselors with ways of effectively overcoming occupational age stereotyping [Sec. 134 (a) (4)]. Funds for vocational education personnel training should be authorized to be used for the purposes of increasing the familiarity of vocational education personnel with the field of the aging [Sec. 135]. Grants to be used to assist in overcoming sex biases should be extended to include use to support activities which show promise of overcoming age stereotyping and bias.

- The Older Americans Act of 1965 should be amended to reflect a growing need of older Americans for employment training services.

Programs relating to the purposes of this Act should be expanded to include the Vocational Education Act of 1963 as Amended [Sec. 203 (b)]. 'Comprehensive and coordinated system' should be redefined to mean a system for providing all necessary social and employment and training services [Sec. 302 (1)]. Area agencies on aging should be required to furnish appropriate technical assistance to providers of social and employment and training services [Sec. 306 (6) (b)]. The area agency on aging advisory council should have a representative from vocational education [Sec. 306 (a) (6) (g)]. State plans for provision for services to the aging should provide assurances that the state unit on aging will evaluate the need for social and employment and training services within the state [Sec. 307 (a) (3) (a)]. Programs authorized under Part B of Title III should be expanded to include employment and training services [Sec. 321 (a)].

DEPARTMENT OF EDUCATION

THE DEPARTMENT OF EDUCATION SHOULD TAKE ALL POSSIBLE ACTION TO ENSURE THE DEVELOPMENT AND IMPLEMENTATION OF A COORDINATIVE AND INTEGRATED APPROACH TO MEETING THE EMPLOYMENT RELATED EDUCATION AND TRAINING NEEDS OF OLDER ADULTS.

- The Department should create a position of 'aging coordinator' and assign this position responsibility for ensuring age equity in all programs funded by the Department of Education.

Each administrative unit of the Department of Education including the Office of Vocational and Adult Education should have a person responsible for ensuring that equity with respect to age is being maintained in all programs supported by that agency. Duties of each such person would include review of all programs supported under the Vocational Education Act and the Adult Education Act for evidence of age bias including review of the state plans and accountability reports submitted by the states to determine the extent of compliance with the Age Discrimination Act of 1975. Recommendations for overcoming age stereotyping and age bias should be prepared and submitted to the Secretary of Education.

- The Department should support the development of instructional strategies and materials that will facilitate mature adult learning.

Instruction strategies for facilitating the learning of older adults should be developed and disseminated. These strategies should incorporate the latest findings from educational gerontology and should be designed to compensate for the effects of the aging process. Strategies should be competency-based, provide for learning by exploration, be generally self-directing and provide for self-assessment of progress. Instructor handbooks should be prepared to assist vocational education instructors in assuming the role of learning process managers.

- The latest state-of-the-art technology in individualized competency-based instruction for adult learners should be documented and disseminated to vocational education agencies and institutions.

The state-of-the-art in individualized competency-based instruction for adult learners, particularly older adults, should be reviewed. Strategies, materials and practices judged to be particularly exemplary should be documented in the form of a "New Ideas" handbook and widely disseminated.

- The Department should seek to utilize equity coordinators in the states as diffusion and change networks through which improved practices could be disseminated to local education agencies and institutions.

Equity coordinators in the states represent a ready-made network of contacts that could be easily transformed into an effective advocacy for older persons. Equity coordinators could function as advocates with responsibilities for developing coordinative mechanisms at the state level. By functioning as catalytic agents, they could increase state responsiveness to the problems of older Americans. Equity coordinators using already established networks could promote the rapid dissemination of practices and procedures that have been found to be effective in the elimination of age role stereotyping.

- The Department should mount an extensive education and professional development effort to ensure that vocational education professionals are trained to deal more effectively with the problems and needs of older Americans.

Education and professional development efforts should be directed to teacher education institutions. Incentive should be provided to ensure that teacher education programs include the discipline of gerontology particularly as it relates to the learning process and the implications for and provision of education and related services to older adults.

ADMINISTRATION ON AGING

THE ADMINISTRATION ON AGING SHOULD MOVE TO INCLUDE EMPLOYMENT AND TRAINING AS A BONA FIDE SERVICE STRATEGY.

- The Administration should create an employment and training director position and assign to that position responsibility for monitoring and coordinating all employment and training activities sponsored by the Administration on Aging.

The definition of employment and training should be expanded beyond the present Title V activities. The director, or equivalent title, should be responsible for all matters on aging that pertain to employment and training as a service strategy. This would include the development of plans, the conduct and arrangement of research in the field of aging, the carrying out of programs, the provision of technical assistance, the dissemination of educational materials, the development of basic policies and priorities, the coordination with other federal agencies, the conduct of continued evaluations, the provision of information and assistance and the preparation of educational professionals to the extent that these activities impacted upon and were influenced by employment and training considerations.

- The function of the National Information and Resource Clearinghouse for the Aging should be expanded to include information relating to the employment and training needs and services available to older persons.

Information pertaining to employment and training services should be collected, analyzed, prepared and disseminated through federal, state and local agencies. This information should include a comprehensive collection of all literature and published information pertaining to the employment problems of older workers, older adults as learners, instructional strategies for use with older learners, counseling and assessment, techniques and practices of special applicability for older persons, relevant findings pertaining to aging and work and other information that would be of use to agencies who are designing employment and training programs to serve the needs of older adults.

THE DEPARTMENT OF LABOR

THE DEPARTMENT OF LABOR SHOULD WORK COOPERATIVELY TO SEEK TO IMPROVE LABOR FORCE PARTICIPATION OF OLDER ADULTS.

- The Department should seek funding to implement Section 308 of CETA.

The Department should move immediately to ensure adequate funding of projects to carry out the intent of this section. Known information on the capabilities of older workers and the effects of age on employment should be analyzed and the results made available to local agencies concerned with employment and training of older workers. Models for the planning, design and implementation of second career programs should be developed and disseminated to state and local personnel. Procedures for the development of formal second career training agreements should be developed and technical assistance provided to prime sponsors in their implementation. Procedures for estimating the number of discouraged workers should be refined and estimates of the number of older discouraged workers provided.

- The position of older workers specialist should be reinstated in the national, regional and state offices of the U. S. Employment Service/Job Service.

Specialists assigned to deal specifically with the problems of the older unemployed and underemployed workers would enable Job Service Offices to more effectively serve the employment needs of older Americans. As cut-backs in the work forces become more prevalent, displaced older workers will turn in greater numbers to Job Service offices for assistance. It should be the responsibility of the Department of Labor to ensure that this assistance is provided.

DEPARTMENT OF EDUCATION ADMINISTRATION ON AGING DEPARTMENT OF LABOR

THESE DEPARTMENTS/AGENCIES SHOULD ENGAGE IN A COOPERATIVE EFFORT TO ENSURE A COORDINATED THRUST IN THE DELIVERY OF EMPLOYMENT AND TRAINING SERVICES TO OLDER AMERICANS.

- The agencies should enter into an inter-agency agreement for the provision of coordinated education, employment and training related services to older Americans.

This agreement should serve as the formal manifestation of a genuine intent to make a concerted effort to serve the employment needs of older persons. The agreement should explicitly describe the roles of each signatory agency with regard to responsibilities, activities to be performed and resources to be committed. Lead agency responsibility for specific services and activities should be identified and procedures for inter-agency articulation specified.

- An inter-agency task force on the employment of older workers should be formulated and assigned specific coordinative responsibilities.

The task force should consist of the coordinator on aging from the Department of Education, director of employment and training from the Administration on Aging and the director from the older workers group from the Department of Labor. This task force should be given responsibility for assessing the extent to which Vocational Education, Employment and Training and Administration on the Aging programs represent a consistent, integrated and coordinated approach to meeting the employment and training needs of older persons. The task force should be required to prepare an annual report in which the task force comments on the results of their assessment and makes recommendations for improved levels of coordinative activity.

STATE RESPONSIBILITIES

THE STATES SHOULD MOVE TO DEVELOP A COMPREHENSIVE PROGRAM FOR EMPLOYMENT-RELATED EDUCATION AND TRAINING SERVICES FOR OLDER ADULTS.

- States should negotiate an inter-agency cooperative memorandum of agreement between the state unit on aging and the board of education with administrative jurisdiction over vocational education.

This memorandum of agreement should define the activities covered by the scope of the agreement and should identify for each activity the joint and singular responsibilities of each signatory agency. Major activities should be sufficiently well defined so that the responsibilities of each agency pertaining to that activity can be specified in terms that have action significance.

- State should establish a joint committee to work towards the cooperative development of integrated employment and training services for older adults.

This committee should consist of representatives from the state unit on aging, the state agency for vocational education, the state agency for adult education, the state employment and training council and the state employment security agency. This committee should jointly review state agency activities to determine areas where coordination could be enhanced. Areas of review would include the state plan on aging, the vocational education state plan, the adult education state plan and state agency activities pertaining directly to the provision of employment and training services to older adults or to relevant supportive services. The joint committee should comment on their findings in the form of a report to the governor detailing the framework for a coordinative approach.

The state unit on aging, state vocational education agency, and the state adult education agency should develop cooperative working arrangements for provision of technical assistance through local program operators. Joint provision of technical assistance would facilitate integration of employment and training services into the comprehensive aging network. Technical assistance could take a variety of forms including dissemination of information; sharing of relevant studies, reports and data; conduct of state-wide conferences pertaining to the education and training of older Americans; and the offering of in-service training workshops oriented to the development of an awareness and understanding of the needs of older persons.

LOCAL VOCATIONAL EDUCATION AGENCIES AND INSTITUTIONS AND AREA AGENCIES ON AGING

- Local education agencies and institutions and area agencies on aging should engage in a spirit of mutual cooperation and coordination directed towards the provision of improved education, employment and training activities for older Americans.

The specifics of how this coordination will be achieved will depend upon the uniqueness of local situations. Procedures to be followed in the development of employment and training programs for older Americans and in coordinating this activity with other social services directed at needs of older Americans can, however, be suggested. Developments of these procedures and guidelines are beyond the purposes of this report. This matter is the subject of a companion report entitled: Education and Training for Older Americans: A Program Guide.[62]

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[54]Gerontological Society of America. Paper: *A.I.D. #6*: Employment Opportunities prepared for the 1981 White House Conference on Aging.

[55]The National Committee on Careers for Older Americans. *Older Americans: An Untapped Resource*. Washington, DC: Academy for Educational Development, Inc., 1979.

[56]Ibid.

[57]R. Stagner. "Propensity to work: An important variable in retiree behavior." *Aging and Work*. Vol. 2 #3, Summer 1979, p. 161-172.

[58]Government Research Corporation, 1979, op. cit., p. 27.

[59]Butcher, March 1980, op. cit.

[60]Adapted from list provided in Government Research Corporation, 1979, op. cit.

[61]Gerontological Society of America, op. cit.

[62]*Education and Training for Older Persons: A Program Guide*. Developed by CONSERVA, Inc. for the Department of Education, Office of Vocational and Adult Education. Washington, DC: U. S. Government Printing Office, March 1981.

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